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Report
of the
Evaluation Team Concerning The
Post-Production and Food Industry
Advisory Unit of SADCC
Zimbabwe

PROGRAM FOR FOOD SECURITY

140.

Report of the Evaluation Team Concerning the
Post-Production and Food Industry Advisory Unit of
SADCC, Zimbabwe

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Evaluation Team Concerning The
Post-Production and Food Industry
Advisory Unit of SADCC
Zimbabwe

PROJECT TEAM

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Project conducted by the Centre for Food Security
under contract with CIDA

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ABBREVIATIONS AND ACRONYMS

CIDA	-	Canadian International Development Agency
ENDA	-	Environment and Development Activities
FSTAU	-	Food Security Technical and Advisory Unit
IDRC	-	International Development Research Centre
MFEPD	-	Ministry of Finance, Economic Planning and Development (Zimbabwe)
MLARR	-	Ministry of Lands, Agriculture and Rural Resettlement (Zimbabwe)
NGO	-	Non-Government Organization
NPPSC	-	National Post-production Systems Committee
PFIAU	-	Post-production and Food Industry Advisory Unit
RTAP	-	Regional Technical Advisory Committee
SACCAR	-	Southern African Centre for Cooperation in Agricultural Research
SADCC	-	Southern African Development Coordination Conference
SATCC	-	Southern African Transportation and Communication Commission
SIDA	-	Swedish International Development Agency
UNICEF	-	United Nations Childrens Fund
UNIFEM	-	United Nations Development Fund for Women

- 1.1 The Agreement of February, 1984 between the Governments of Zimbabwe and Canada which resulted in the creation of the Post Production and Food Industry Advisory Unit (PFIAU) called for an evaluation of the project toward the end of the five-year period during which it was to operate. Accordingly in early 1988 a three-member evaluation team was appointed consisting of the following persons:

Dr. M. Seenappa, a food technologist who is employed by the United Nations Childrens Fund (UNICEF) in Iringa, Tanzania,

Mr. Ian Makoni, General Manager of the Zimbabwe Grain Marketing Board,

Professor Ralph Campbell, an agricultural economist and formerly Vice-Chancellor of the University of Manitoba.

Dr. Seenappa was selected by IDRC, Mr. Makoni by the Zimbabwe Ministry of Lands Agriculture and Rural Resettlement (MLARR) and Professor Campbell, the team leader, by CIDA.

- 1.2 The process of evaluation accommodated the schedules of the three team members and those interviewed, as follows:

The team leader met with CIDA and IDRC officers and reviewed files and correspondence for four days in Ottawa/Hull in late March, 1988.

The team leader met with Mr. Ozzie Schmidt of the IDRC regional office in Nairobi for eight hours in Harare on April 24. This was in lieu of a later interview which would have occurred in Nairobi.

The team leader spent the following week reviewing documents and interviewing officers of the MLARR, Canadian High Commission, PFIAU and NGOs in Harare. A list of those interviewed to April 30 appears on Page 46 below.

Dr. Seenappa arrived in Harare on April 30 and he and the team leader reviewed documents and interviewed knowledgeable persons thereafter.

- 1.3 Mr. Makoni returned to Harare on May 3 and the first full meeting of the team occurred that day. Because Mr. Makoni was General Manager of an organization with an annual cash flow of about Z\$500 million it was agreed that he would not be able to function as a full-time member of the team but that he would participate in important meetings and decisions. This arrangement worked well and Mr. Makoni's judgement and knowledge became a vital component of the process.
- 1.4 Dr. Seenappa, Dr. Mosha (team leader of the PFIAU) and Professor Campbell flew to Gaborone on May 9, interviewed a substantial number of officers (see Page 47) and returned to Harare on the evening of May 11.
- 1.5 The complete team and Dr. Mosha flew to Lusaka on Sunday May 15 and held interviews for the next two days (see list on Page 48). The team held a major discussion of all important matters and agreed upon its major conclusions and recommendations.
- 1.6 Dr. Seenappa and the team leader drafted sections of the report and obtained input on major items from Mr. Makoni.

Dr. Seenappa returned to Tanzania on May 21. Professor Campbell continued discussions and drafting until his departure from Harare on May 26. He and Mr. Makoni discussed major items with Dr. Muchena, Deputy Secretary, MLARR on May 24. He completed drafting in Canada, took the first draft to Ottawa/Hull for discussion with officers of CIDA and IDRC and submitted the final report on June 17, 1988.

Chapter 2 CREATION AND OBJECTIVES OF PFIAU

- 2.1 Food security is one of the most pressing concerns in the SADCC countries and in Africa as a whole. During the period 1970 to 1984 the rate of growth of population in Africa was twice as great as was that of food production. Per capita food production fell in every SADCC member state between 1976 and 1985. Within SADCC the population has grown from 58 million in 1980 to 70 million in 1987 and is expected to reach 100 million in the year 2000. The subject of food security is, of course, broader than food production per capita; income from whatever source which gives access to food is a contributor to food security.
- 2.2 Because one of the most pressing needs of the SADCC region was that an adequate supply of food be available and accessible to the people of the region, one of the seven subsectors of the SADCC sector, Food, Agriculture and Natural Resources, was devoted to Food Security. The Government of Zimbabwe was assigned responsibility under SADCC for coordinating the entire Food, Agriculture and Natural Resources sector including Food Security. Under this subsector came thirteen(1) projects of which No.6 related to post-harvest losses and No.7 to food processing.
- 2.3 The Government of Zimbabwe requested IDRC to undertake a study of Projects 6 and 7; this was followed by an IDRC mission to the region in 1981 and a proposal to SADCC - Zimbabwe in 1982 for the creation of a unit to achieve the objectives of the two projects. In 1983 it was agreed among SADCC, Zimbabwe, CIDA, and IDRC that a Post-Production and Food Industry Advisory Unit (PFIAU) be created to achieve the objectives of Projects 6 and 7. CIDA and IDRC would finance the project in the ratio of 3:1 respectively, IDRC would manage it and the Ministry of Lands, Agriculture and Rural Resettlement would implement it.
- 2.4 In February 1984 an Agreement was signed by the Ministry of Agriculture of Zimbabwe and the Government of Canada and IDRC. These bodies created the PFIAU and spelled out its objectives. These were as follows:

1 Of the thirteen projects, four have been merged into two, one has been abandoned and several are not yet operational.

- (a) to study and evaluate the existing post production food processing and preservation systems and technologies to identify those which are effective and need to be more widely demonstrated; to determine needs for research, development and training; and to prescribe courses of action within the SADCC region to satisfy these needs;
- (b) to formulate demonstration, training, research and development projects relevant to post-production systems, rural food industrialization and preservation;
- (c) to review and evaluate the existing facilities for education and training throughout SADCC, relevant to its purposes, and advise on new or revised training programmes and materials of instruction for essential training programmes; and
- (d) to devise mechanisms to encourage cooperation and communication among research, development, demonstration and training institutions, marketing boards, and food industries throughout the SADCC region to ensure that practical, useful knowledge available in any one country is made known to and can be adapted by others.

2.5 It appears from the statement of objectives and the designation of the professional areas to be represented among the PFIAU staff as spelled out in the Memorandum of Understanding of 1984, that marketing and policy were to have a primary place in the work of the PFIAU. The first appointment was to be a Marketing Economist as team leader, and the second was to be Policy Economist. Thereafter were to come appointments of a Food Technologist, an Engineer and an Information Officer.

2.6 For various reasons, including changes in personnel and the appointment of the food technologist as team leader in 1986, there is now only one economist on the staff of PFIAU. The emphasis in PFIAU programming became predominately on micro aspects and on hardware(2) (as opposed to software) rather than on marketing/policy.

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- 2. An example of hardware is a sorghum dehuller; an example of software is a training programme in management, accounting and maintenance of a dehuller.

Table 1 indicates the titles of PFIAU workshops: only two of eleven workshops could be said to deal with macro matters (Marketing Policy on Food Grains, 1986 and Broadening the Food Base of the SADCC Region, 1987).

- 2.7 The evaluation team is not critical of this change in emphasis from that originally foreseen. In a networking exercise, probably the most vital attribute for the network is credibility in the eyes of those whom one hopes to bring into the process. Dealing with a down-to-earth subject such as the technical qualities of a dehuller is much more likely to lead to credibility than a macro subject such as marketing policy, especially with initial differences in philosophies among nine member states. Once one has developed credibility by establishing contacts and demonstrating the potential value of one's organization and programme, there is increased possibility of productive exploration of less tangible but no less important subjects such as policy, pricing and financial profitability.
- 2.8 The PFIAU project is essentially an exercise in networking with four professionals dealing with a many-faceted subject - food security - in nine countries. The economic, social and political situations in these nine countries vary to such an extent that subjects involving policy on a macro level would bring together people with highly diverse institutional backgrounds and starting points, thus leading perhaps, to rather general and theoretical discussion. At the opposite extreme, there are practical subjects such as oil expression units or sorghum dehullers which can be subjected to technical analysis and description of an almost mathematically precise dimension. However, the "software" - the techniques of management, accounting, financing (including cash flow) and consumer relations - are not nearly so standardized as the machines themselves and are often harder to deal with in an applied "how to" approach.
- 2.9 Both the macro (the broad scene) and the micro (the detailed component) are important to the member states just as the hardware and the software must both function satisfactorily if a new technique is to benefit those adopting it.
- 2.10 In the opinion of the evaluation team, the programming to date has been appropriate to a new networking organization such as PFIAU even though it has departed to some extent from the original priorities. Having established its contacts and credibility among the member states and other bodies such as universities and NGOs, it appears that the

time is right for the Unit to give increased emphasis to policy and other macro topics without neglecting the practical micro projects which it has emphasized in the past.

- 2.11 It appears that the Unit is now giving increased emphasis to consultancies rather than placing quite so much dependence on workshops. In a way, this reflects a modest but growing trend toward fulfilling an advisory function as well as a networking function. This trend should be apparent as one scrutinizes the tables of the next chapter in which the details of the PFAIU programme are discussed.

Chapter 3

THE PROGRAMMES OF PFIAU

- 3.1 The major category of activities to date has consisted of regional and national workshops. Only two consultancies have been sponsored although nine are planned (and several already contracted) for 1988. Newsletters, published papers and encouragement of National Post-Production Systems Committees (NPPSC) are among other activities of the Unit.

REGIONAL AND NATIONAL WORKSHOPS

- 3.2 The PFIAU has, so far, sponsored and conducted a total of eleven workshops in Botswana, Malawi, Tanzania, Zambia and Zimbabwe and has planned others for Angola, Lesotho and Mozambique plus other member states in 1988. The list of workshops and the spectrum of participants from SADCC member States is summarized in Table 1. Ten of these workshops were conducted in 1986 and 1987, one in 1984 and none in 1985. The staff situation, with resignations followed by delays in recruitment, appears to have affected the activities of the Unit in 1985 and hence explains a break in this activity. The workshops, in general, seem to have been well planned and efficiently conducted and have considerable potential as entry points for project proposals. Some of the specific observations and suggestions relating to the workshops are briefly presented below.

Workshops are either national, i.e. concerned with one or more problems usually identified by a National Post-Production Systems Committee, or regional. Four of those held to date were regional.

3.3 Objectives of the Workshops

A review of the objectives of all the workshops conducted indicates that a common objective was to create a forum for networking rather than for mere exchange of ideas. By networking we mean an activity designed to inform participants, exchange ideas and information and, if possible, lead to a definable and joint course of action. The Unit has done well in achieving this objective. This is reflected in the amount of correspondence mounted in the files by the Unit and the positive reactions on the part of participants from some member states who were interviewed.

Apart from the general objective, the workshops have always had some specific objectives. Usually the main specific objective is reflected in the title of the workshop, as in "Rural Production of Vegetable Oil", "Generating a Post-Production Extension Programme for Zimbabwe", etc. The papers presented have usually been quite appropriate to the specific objective(s). The impact of these workshops is more clear in those member states that have subsequently generated project proposals for funding.

3.4 Quality of Papers Presented

In the workshops, the participants have presented papers of generally satisfactory quality, but some of them have been too academic or unrelated to the workshop objectives. Papers narrating field experiences are few. Quantitative data on observations or findings are rarely presented.

It is, therefore, suggested that some general guidelines (instructions) to authors be worked out and sent in advance. Papers should concentrate more on collaborative training, study and research, on feasibility studies, extension methods, marketing and economic viability, especially at household and community levels. A redirection is needed to focus interventions more towards rural women with respect to increasing food availability, income generation and workload reduction.

3.5 Proceedings

The workshop proceedings are generally well produced, but there seems to be no uniform format. It would be useful to include names and addresses of all participants. Only four proceedings have so far been produced although eleven have been held. The rest are still in press or under tender, except for one which is under preparation. Procedural delays in identifying printer, tendering and clearances have caused these excessive delays in the past but the recent arrangement with Coopers and Lybrand (referred to below) should reduce this problem in the future.

3.6 Participation

Angola and Mozambique seem to be constrained in sending participants to regional workshops, partly because of the problems with travel facilities and with language. The Unit has attempted to facilitate an equal participation of all the member states, but special efforts in this respect would seem to be in order.

By the end of 1988 at least one workshop will have been held in every member state except Swaziland and one workshop in Zimbabwe was exclusively for Swaziland personnel in training as silo operators.

3.6 Budget

A regional workshop with about twenty-five participants for a week appears to cost amount Z\$25,000 excluding salaries and running costs of the PFIAU. An exception to this, as may be seen from Table 1 is the Tanzania Workshop on Rural Production of Vegetable Oil which cost twice as much. This apparently is attributed to a large number of invited technical resource people from non-SADCC countries. The expenditures on the workshops, in general, seem to be reasonable.

3.8 Other Food Security Meetings

In addition to workshops and other activities organized by the Unit, members of the PFIAU participated in nine workshops on food security organized by other bodies.

SUGGESTIONS TOWARD MAKING WORKSHOPS MORE ACTION ORIENTED

3.9 The following are merely suggestions for consideration by the Unit and may not be appropriate in all cases.

Assemble background information prior to the workshop and distribute to participants. Depending upon the subject, this could include a description of the present situation with regard to inputs, outputs, marketing channels, technical and financial constraints and needs and so on. Small honoraria for this work would seem in order. One month should be adequate for this step.

Identify a core group of about 8 - 10 persons who would be most involved in any project related to the subject chosen. If the workshop is to be national, the core group would be from that nation.

Send background information to core group.

A PFIAU member should meet with the core group for up to one week to develop a draft proposal or to review an existing proposal for one or more projects, including their budgets.

The workshop should occur as soon as possible thereafter with the following participation: 8 - 10 members of the core group, 8 - 10 members from other SADCC countries and 2 - 5 resource persons drawn from NGOs, universities and the private sector.

The discussion should centre around the project proposal(s).

TABLE 1: Regional and National Workshops Conducted by PFIAU: 1984-1987

No.	Title of Workshop	Date & Place	No. of Participants										Resource Others	Total	Total Expenditure by PFIAU* (In Z\$)
			An.	Bt.	Lt.	Ml.	Mz.	Sw.	Tz.	Za.	Zi.	PFIAU			
1	Post Harvest Loss Prevention	Nov. 1984 Zimbabwe	0	2	2	2	0	2	6	2	14	1	1	32	12,084
2	Generating Post Production Extension Programme for Zimbabwe (One day only)	Jul. 1986 Zimbabwe	0	0	0	0	0	0	0	0	46	2	0	48	394
3	Training Workshops for Silo Managers of Swaziland	Jul. 1986 Zimbabwe	0	0	0	0	0	5	0	0	0	1	0	6	8,679
4	Extension Practices in Post Prod. Food Loss Reduction (Regional)	Aug. 1986 Tanzania	1	1	3	1	0	2	4	3	3	3	3	24	20,864
5	Marketing Policy on Food Grains (Regional)	Nov. 1986 Malawi	1	2	2	2	1	2	2	2	1	3	4	22	39,316
6	Training Workshops on Food Handling	Feb. 1987 Botswana	0	26	0	0	0	0	0	0	0	1	0	27	0,000**
7	Broadening the Food Base of the SADC Region (Regional)	Apr. 1987 Botswana	0	11	4	0	0	3	2	3	0	1	0	24	25,645
8	Alternate Uses of Sorghum in Botswana	Aug. 1987 Botswana	0	32	0	0	0	0	0	0	0	1	0	33	7,443
9	Rural Production of Vegetable Oils in Zambia	Oct. 1987 Zambia	0	0	0	0	0	0	0	51	0	2	3	56	17,215
10	Sorghum and Millet, Processing and Utilization in Tanzania	Nov. 1987 Tanzania	0	2	0	0	0	0	36	0	0	2	5	45	22,090
11	Rural Production of Vegetable Oils in SADC	Nov. 1987 Tanzania	0	1	0	3	0	0	22	4	3	2	10	45	50,002

* Excluding PFIAU salaries and running costs

** Funded by Botswana

Before the workshop ends, the members from the SADCC countries might have a part-day field trip while the core group modifies the proposal. The modified proposal should then be examined by all members of the workshop. Some donor agencies would be pleased to participate as observers, not necessarily for the entire period but at least for the final day when the modified project is presented.

CONSULTANCIES

- 3.10 The Unit has devoted far more resources to workshops than to consultancies up to this point (May, 1988) but proposes to have nine consultancies in 1988, of which four have already been tendered.

Of the two consultancies held (in 1984 and 1986), one may be said to be a success and a project has been developed from it which is likely to be financed from abroad. The other consultancy was unsuccessful, though more expensive. It will be highly desirable for the Unit to avoid the problems and pitfalls which it has identified in the case of the less successful consultancy.

Probably the most important factor contributing to the success or failure of consultancies is the preliminary thought and organization which result in the choice of a feasible topic and clear terms of reference. The Unit seems to be aware of this principle.

- 3.11 Criteria for Selection of Topics, Locations and Types of Activities

Discussions with members of the Unit as to how topics and locations for workshops or consultancies were chosen elicited the response that there was no single unvarying formula for selection. There must be some interest (and preferably enthusiasm) for a subject on the part of officers of one or more member states; it must have the potential to be useful to those states and preferably others; it must be within the capacity of the Unit to organize successfully. If it is a matter of training or of demonstrating a technique that one country or group has found satisfactory, the Unit is likely to choose to organize a workshop. If it involves a review of developments and possibly the consideration of rather unusual or untried approaches, the Unit will choose a consultancy. If the latter stimulates interest and seems to hold out hope for a better way of solving a problem, it may be useful to organize a workshop as a follow-up. This can subject the consultant's report to more intensive scrutiny and lay the groundwork for future emulation or co-operation.

TABLE 2: WORKSHOPS AND CONSULTANCIES PLANNED FOR 1988

Workshops	Subject	Location
1	Cassava	Angola
2	Food Systems	Lesotho
3	Cassava	Malawi
4	Oilseed Processing	Malawi
5	Small Scale Food Processing	Mozambique
6	Starchy Staples	Tanzania
7	Oilseeds	Tanzania
8	Small Grains Uses	Zimbabwe

Consultancies	Subject	Estimated Cost
1	Restraints to Use of Composite Flour *(Regional)	Z\$20,000
2	Weaning Food Technology and Markets *(Regional)	25,000
3	Food Drying Technology and Markets *(Regional)	20,000
4	Oilseed Expression: Technology and Product/Byproduct Markets	25,000
5	Germination and Fermentation Technology and Markets	20,000
6	Meat & Fish Drying and Smoking Technology and Markets	15,000
7	Manpower Training, Supply and Demand *(Regional)	30,000
8	Bunker Storage Pilot Project *(Regional)	20,000
9	Sorghum Dehuller Demand in Tanzania	20,000

* Tendered May 1988

3.12 Post Production Systems Newsletter

Production of this quarterly newsletter started in 1986 with the objective of disseminating information likely to assist in the achievement of food security in SADCC. The target recipients included member states, international agencies and relevant non-government agencies.

The issues of the newsletter that have been produced so far are a credit to the PFIAU. The papers and news items are of high standard and well written and edited. However, they lack photographs and illustrations. Attempts should be made to include illustrations of storage structures, dehullers, small scale oil processing units, etc.

The team has done well to produce the newsletters in a timely fashion considering that for every issue a separate tendering is required from printers and that there has always been difficulty in obtaining printing paper. Provision of a laser typesetter for the unit might help alleviate this problem. Alternatively, the provision of small accessories such as daisy wheels to the already existing computer and printing tapes might be useful towards plate making and offset printing.

Briefings from the national post-production committee meetings should be included as a record and also to stimulate similar committees from other member states.

It was observed during visits to Botswana and Zambia that the post-production committees were fully aware of the Newsletter, but were concerned that there was no information regarding other SADCC projects in Food Security.

There had been an attempt to produce a SADCC Food Security newsletter earlier but only one issue was produced and this effort was abandoned. Only the PFIAU produces a newsletter at present. It seems feasible to have just one newsletter reporting on all projects in the sector, perhaps called "SADCC Food Security Newsletter". The PFIAU could be given the responsibility of editing and production, as it has demonstrated its ability despite constraints. It is logical that the costs be shared by all the projects in the sector.

3.13 Publications and Reports by PFIAU

The Unit has emphasised the theme of SADCC cooperation and the idea of networking as a major component in the papers that have been contributed so far. The PFIAU has produced over fifty papers/publications on various aspects of post production food systems. In general the papers are well focussed on relevant subject matters and often provide a useful review of experiences in the SADCC members states.

The following 10 titles provide an indication of the scope of papers published by the Unit.

1. Vertical and Horizontal Linkages with Sorghum Milling in Botswana.
2. Improving Grain Storage in Zimbabwe.
3. The Significance of Food Storage in Food Security in SADCC.
4. Oilseed Expression in Food Security in SADCC.
5. Cassava Marketing in Angola.
6. Review of Grain Storage as an Actor in Post-Production Systems in SADCC.
7. Agricultural Marketing Policies in SADCC.
8. Potential Applications for Bunker Storage in SADCC.
9. Review of Regional Cooperation to Improve Food Security in Southern and Eastern African Countries.
10. Sorghum and Millet Products in Tanzania.

3.14 National Post-production Systems Committees

There has been substantial emphasis on creating and promoting an NPPSC in each of the nine countries and there has been success insofar as each state now has a committee drawn from various ministries, NGOs and universities to focus on problems of post-production systems. Some committees are very active; the Zambian NPPSC, for example, met at least eight times last year. The Evaluation Team met with seven members of that Committee and was impressed by their enthusiasm. Although the Team did not meet with similar committees in other states it understands that some operate well and some not so well, but the Zambian PPSC is generally regarded as better than average.

Some observers, including one or two members of the PFIAU, express some caution concerning the role of the Committees. The real question they say, is not how often they meet or how many attend meetings but what do they manage to initiate and implement? This is a good point to be kept in mind in future operations of the Unit.

One useful suggestion was that the Unit might take on responsibility for circulating the minutes of NPPSC meetings to other countries' NPPSCs in order not only to provide information and indirect suggestions but to stimulate emulation.

3.15 Annual Reports of PFIAU

The PFIAU has so far produced three annual reports, one for each of 1985, 1986 and 1987.

Some comparisons drawn from these annual reports are presented in Table 3. As one might expect, with changes in personnel and especially in team leadership, the annual reports vary to some extent. They are becoming better and more comprehensive each year but there appears to be scope for further improvement with regard to content and effectiveness. In view of this, it is suggested that:

- a uniform format be followed for consistency. The Reports of Activities 1986/87 of Southern African Centre for Co-operation in Agricultural Research (SACCAR) may be an example for format and contexts.
- a "Foreword" be kept separate from "Introduction" as in the 1985 Annual Report (1986 and 1987 reports have differed in this regard).
- the Introduction may be expanded to incorporate some background information of when, how and why the project started. This information was not contained in the 1987 report.
- the presentation of events or results could be less wordy, with more graphic and tabular presentations for quick comprehension and comparison among years.
- it would be appropriate to name and acknowledge the donor agencies in the beginning of the annual report. This was done in 1985 report.

TABLE 3: Some Comparisons of the PFIAU Annual Reports

Observation	1985	1986	1987
1. Date of Production:	Feb. 1986	Jan. 1987	December 1987
2. Contents page:	Compiled	Not Compiled	Not Compiled
3. Foreward	Written	Written as introduction	Written as personal letter
4. Major Titles	Introduction (2 pages) Programme for 1985 Report of the Team Findings - Research - Extension and Training - Crop Storage - Post Production Policy Summary of Constraints Programme for 1986	Introduction (1 Page) Performance for the Unit Implementation of 1986 Workplan Related but Peripheral Activities Projected Programme 1987 Collaborative Dealings 1986	Introduction (1 page) Section 1: Activities and micro-analysis consultancies etc. Section 11: Programme Management and Performance-Macro-analysis - Arena 1 - Arena 2 - Arena 3 - Arena 4 Section III: Administration Section IV: Team Travel Section V: 1988 Programme Section VI: Finance

The annual reports each year have included the plans for the following year. Although there has been substantial improvement in the plans, there seems to be a need for a more detailed plan with specific items, activity, time and budget. A small example of this envisaged plan is illustrated.

Project & Activity	Time Plan												Staff Involved	Proposed Budget (Z \$'s)
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Promotion of Rural Oil Production														
1. Project Proposal on promotion of oil seed production & processing														
a. Correspondence													RS ; AM	500
b. Country Visits													RS	2500
c. Workshop/Meeting													RS	30000
d. Project Proposal													RS + NPPSC	2000

This technique would make it easier to work on the implementation rate of the activities, utilization of funds and so forth. In addition, information on the timing of each activity would give the team as well as the country affected adequate advance time for travel plans and other formalities.

- the expenditure data presented in the 1987 report would be more useful if compared with summary reports from 1985 and 1986. This information could be presented as histograms aligned in an alternating sequence of budget estimates and expenditures for 1985, 1986 and 1987.
- the details of expenditure on workshops and training as presented in the 1987 Annual Report (page 12) should be a regular item in the forthcoming annual reports. It would be useful to indicate the total number of women among the participants.

3.16 REGIONAL TECHNICAL ADVISORY COMMITTEE AND THE PFIAU

During 1984 a regional Scientific Advisory Committee was set up with membership from all member states of SADCC to assist the PFIAU in direction and expertise. The committee met for two days in August 1985, its only meeting. Eventually it was realized that the membership was too general to meet the technical needs of the PFIAU and so in 1986 this committee was restructured to include technical experts from member states, and redesignated as the Regional Technical Advisory Committee (RTAC). The first two meetings of the RTAC were in May 1986 and April 1987. The 1988 meeting is being planned in May 1988.

The present membership of the committee consists of one member from each of the member states (usually members of the PPS Committee but not necessarily the Chairman or Secretary), one member from the Ministry of Agriculture of Zimbabwe, one SADCC representative from the Ministry of Agriculture of Zimbabwe, members of the SADCC/FSTAU and the members of the PFIAU. The meeting is usually chaired by the senior representative from Zimbabwe. The IDRC is usually asked to recommend someone for membership on the committee.

During the meeting the PFIAU team presents the project proposals and proposals on workshops to the committee for critical consideration. The committee also reviews the events, achievements and constraints of the preceding year.

Some observations and suggestions with regard to the effectiveness of the RTAC are as follows:

- The committee meets once a year usually for 2-3 days in April or May. Considering the variety and quantity of work of the PFIAU, it is suggested that the RTAC meet twice a year.

- It would be advantageous to meet by the second week of January every year so as to consider the annual report of the previous year and to approve plans of action for the current year.
- Since the membership of the RTAC from member states is not by individual names, there have been some problems of coordination and continuity. The National Post-Production Committees in some member states have pointed out that sometimes the SADCC desk officers attend this meeting and either fail to carry enough information to the RTAC meeting or fail to brief relevant colleagues about the meeting on return. These problems should not be difficult to correct within the countries concerned.

3.17 IMPACT OF PFIAU

The PFIAU has been increasingly successful in initiating activities which influence the food security situation in SADCC member states. Some of its concrete achievements are as follows:

Networking Connected with Sorghum Dehullers

The development of a satisfactory sorghum dehuller in Botswana under the aegis of IDRC provided an opportunity to reduce women's work load and improve food security. Over sixty-five units are operating in Botswana and fifteen in Tanzania. The PFIAU has made available information relating to dehullers, has facilitated visits to Botswana from Lesotho, Zambia and Malawi and is currently responding to a Zambia request to help establish similar dehuller and milling facilities.

Demonstration of Bunker Storage

A request from a regional workshop held in Malawi resulted in support by the Australian Government for a situation analysis on grain storage in Zambia and Malawi and two demonstrations in Zimbabwe in 1988 through its Grain Marketing Board. A project proposal arising from these activities is being prepared.

Rapport with Donor Agencies

The Unit has attempted to develop relationships with donor agencies in order to facilitate the financing of projects in the future. Following a PFIAU workshop in Zanzibar, the Unit received correspondence from British ODA indicating that, as a result of their attendance at the workshop, they would regard with favour any future request for support of oil expeller projects.

Rural Vegetable Oil Expression

The PFIAU held a regional workshop in Zanzibar in 1987 and national workshops in Malawi and Zambia on this subject. Zambia has formulated a project on rural oil production and the PFIAU is processing the project proposal for funding. Tanzania has also started a similar exercise since the Zanzibar workshop. Emphasis on women's groups and village cooperatives as possible owners makes this activity even more useful.

Curriculum Development in Agricultural Product Processing

The PFIAU assisted the University of Zimbabwe in developing the curriculum for an undergraduate course in Agricultural Product Processing in 1986. The Unit is also compiling data on manpower availability and requirements in the post-production sector especially in Food Science and Technology in SADCC members states which should help them in manpower planning and development.

Training of Depot Managers for Swaziland

This training was the first of its kind, wherein members from Swaziland were trained in Zimbabwe. Similar training activities are planned in other areas both at sub-regional and regional levels.

Development of Extension Messages Grain Storage

In addition to holding seminars and workshops on this subject the PFIAU has developed extension messages that are adapted into the agricultural extension system. One of these is "photonovella" jointly developed by PFIAU and the University of Zimbabwe in 1986. This has great potential in post-production extension in all member states of the SADCC.

Evaluation of Research Proposals

The PFIAU has evaluated research proposals submitted to other SADCC organizations. Collaboration of SACCAR with PFIAU is especially worth mentioning in this regard. PFIAU has the capacity to review and evaluate food related research proposals in SADCC.

Initiation of Networks on Weaning Foods

Having recognized the work on weaning foods in Tanzania, the PFIAU has linked Zambia, Zimbabwe and Botswana to share experiences and to come up with project proposals on the use of improved home made weaning foods. As a result Zambia was able to start a project with aid from SIDA. Other member states are working out proposals in collaboration with the PFIAU.

Other Project Proposals

The Unit was processing six new project proposals as of May 1988 including an interesting one on cassava processing in Angola and small scale oil expression in Malawi.

This subject must be addressed with two propositions in mind. First, when one considers the topic of food security, one is concerned especially by the pre-eminent place of women - in the production on small farms of edible products such as maize or cassava, in their storage and preservation and in their processing. It is women who determine, within the narrow constraints imposed by economics and culture, the nutrition of their families. Second, there should be no suggestion that one wishes to divide a region or a group into two - male and female. Both are essential components of any group of group effort; the problem is that the place of women is often accepted by a majority of both males and females as subsidiary. To change this attitude requires various strategies - persuasion, cajolery, role models, and direct confrontation against conventional views, among others.

In its eleven workshops to date the Unit did not, unfortunately, register the sex of the participants. A rough estimate based on memory, however, is that about 25% of all participants in all workshops were female. It would be desirable for members of the Unit to stress the need for more female representation in the future.

One most encouraging development is that discussions between the Unit and UNIFEM (United Nations Development Fund for Women) have led to a decision by the latter to recruit a person for a two-year appointment alongside the members of the Unit. We applaud this development as an indication of things to come, not only in PFIAU and FSTAU but among the groups with whom they work.

The brevity of this chapter should by no means be taken as an indication that the Evaluation Team, or PFIAU, under-rate the importance of women in food security. The most successful way of assigning improved status and greater importance to them is probably through promoting greater sensitivity to their role in a multitude of ways. When referring to the development of a sorghum dehuller, for example, the benefits should be described primarily in terms of freeing women from a hard dreary task so that they can assume other responsibilities more completely rather than with primary reference to a homogeneous high quality product.

The PFIAU is in a particularly favorable position to sensitize officers of member countries to the benefits which an expanded role for women can produce. It would be helpful if every annual report had a short section concerning developments in this regard.

- 5.1 Table 4 allows one to grasp the salient financial features relating to the project in the five years ending December 31, 1988, assuming that expenditures and payments in 1988 are as budgeted. The main features are as follows:
- 5.1.1 Of the original sum of C\$2,140,000 made available to the project in 1984, C\$730,741 or approximately 34% of the original sum will not have been drawn by the end of 1988. These data do not include C\$80,400 administered by IDRC.
- 5.1.2 Substantial balances were carried over at the end of each year for the first three years of the project (average of C\$193,000 equivalent). This has some implications for financial management by the Government of Zimbabwe: first, interest earnings should have been substantial but did not accrue to the project; second, given the rapid decline in the Zimbabwe exchange rate relative to the value of the Canadian dollar the project would gain more resources the later the tranches of Canadian dollars were converted into local funds.
- 5.1.3 The total resources made available to the project were estimated at Z\$1,757,230 in 1984. By the end of 1988, a total of Z\$1,772,730 will have been spent if 1988 expenditures are as budgeted even though 34% of the original funds made available by Canada will be still undrawn. These discrepancies can be partially attributed to exchange rate changes, which in this case have made more resources available for the project than originally expected. It appears that the exchange rate has changed by just over 70% in the five years, exceeding the inflation in costs relevant to the project. Thus, the project can be thought of as having more resources than originally expected. However, the underspending in the project relates more to a very slow start, personnel changes and bureaucratic delays than to increased (real) resources.

TABLE 4: Financial Summary, PFIAU (Rounded to nearest dollar)

	CAD\$	ZIM\$
1 Original sum made available	2 143 100 ¹	1 757 230 ²
2 Payments to project, 1984	244 280	215 296
3 Expenditure by project, 1984	42 102	37 398
4 Balance, end of 1984 (Row 2 minus 3)	202 178	177 898
5 New payments to project, 1985	95 320	118 262
6 Expenditure by project, 1985	133 408	133 009
7 Balance, end of 1985 (Row 4+5-6)	164 090	163 151
8 New payments to project, 1986	293 500	353 111
9 Expenditures by project, 1986	243 350	275 498
10 Balance, end of 1986 (Row 7+8-9)	214 240	240 764
11 New payments to project, 1987	302 641	384 916
12 Expenditures by project, 1987 ³	375 815	452 772
13 Balance, end of 1987 (Row 10+11-12)	141 066	172 408
14 Budget for new payments to project, 1988	476 618	701 145
15 Budgeted expenditures by project, 1988	617 684 ⁴	874 053
16 Estimated balance, end of 1988 (Row 13+14-15)	---	---
17 Unspent funds at end 1988 (Row 1-2-5-8-11-14)	730 741	
18 Total expenditures to end 1988 (Row 3+6+9+12+15)		1 772 730

Note: Some of the intermediate data such as Expenditures in Can \$'s have been calculated from series because of changes in the exchange rates. Source: PFIAU data

1. Excluding \$80 400 administered by IDRC for the project.
2. As estimated in the Agreement of February 2, 1984.
3. Starting in 1987 funds were administered through two accounts.
4. At exchange rate of mid-May 1988 (C\$1.=Z\$1.415)

TABLE 5: Budget Estimates and Actual Expenditures (Z\$'s)

Year	Budget	Actual
1984	158,820	37,398
1985	337,690	133,009
1986	361,590	275,498
1987	387,390	452,772
1988	874,053	

5.1.4 Expenditures on the project started slowly but have built up at a remarkable rate.

Year	Expenditures (Z\$)	% As of Previous Year
1984	\$ 37,398	-
1985	133,009	356
1986	275,498	207
1987	452,772	164
budgeted 1988	874,053	193

5.1.5 The Evaluation Team expresses skepticism about the projected rate of expenditures in 1988. If the expenditures in 1988 are 164% of those of the previous year as was the case in 1987, they would amount to about Z\$740,000. As of mid-May 1988, the Unit was about on (financial) schedule in regard to contracting for consultancies in 1988 but lagging in regard to the organization of workshops. Since consultancy payments are often spent over a period of months, depending upon progress, it would appear at this time that a total expenditure in 1988 of \$700,000 would be realistic.

Two observations follow: first, if the expenditures are of this magnitude (Z\$700,000) several of the above comments would have to be revised; second, and more important, there is nothing inherently praiseworthy in disposing of large amounts of funds. If budgets are put together with care, one should expect to achieve good results and still not overrun the estimates barring unpredictable and calamitous intervening events. Conversely, however, one should not overestimate the capacity of one's organization to spend productively. ..

By the end of 1988 it should be apparent from a comparison of the financial returns for 1988 and budget estimates whether more attention should be given to budget projections and interim financial reports in the future. In any case funds should be transferred only as needed in order to minimize carryovers since the project does not benefit from accrued interest.

5.1.6 Budgeted versus Actual Expenditures.

Table 5 shows the remarkable increase in actual expenditures over the years. In 1984 actual spending was about one-quarter of the amount budgeted but by 1987 the actual exceeded the budgeted amount. The Evaluation Team is of the opinion that greater attention should be paid to budgeting and financial aspects of the project. This view is elaborated upon in Chapter 7, Management and Administration.

Chapter 6 PFIAU AND FSTAU WITHIN THE SADCC-ZIMBABWE STRUCTURE

It is clear that the PFIAU has experienced difficulties especially in its early years and that many of these difficulties may be attributed to the administrative structure and framework within which it has had to operate. On the other hand PFIAU is a creation of SADCC and many of its successes reflect that fact through the cooperation of officers of the member states.

The structure of SADCC involves the Summit meeting once per year, a Council of Ministers meeting three times per year, a Standing Committee of Officials meeting three times per year and a small Secretariat. Individual member states take responsibility for implementing and arranging the financing for projects with the exception of two commissions discussed below. Each country serves as coordinator for a certain sector(s). Figure 1 may be helpful to an understanding of the SADCC structure.

Zimbabwe has twin responsibilities; to coordinate the seven subsectors⁽⁵⁾ comprise the sector called Food, Agriculture and Natural Resources and to take responsibility for the development and implementation of projects in the Food Security subsector. Within the Government of Zimbabwe the Ministry of Lands, Agriculture and Rural Resettlement (MLARR) has been assigned responsibility for coordinating the sector and implementing the subsector of Food Security. Within the Food Security subsector thirteen projects have been identified. The MLARR has created the Food Security Technical and Administrative Unit (FSTAU) to act as its executive agency.

The FSTAU, then, has two main responsibilities - to coordinate the seven subsectors of Food Agriculture and Natural Resources and ensure the implementation of the thirteen projects in the Food Security subsector.

5 The seven subsectors are: Agricultural Research, Fisheries, Livestock Production and Animal Disease Control, Soil and Water Conservation and Land Utilization, Forestry, Wildlife, and Food Security.

FIGURE 1



The thirteen(6) projects are as follows:

- Project 1 - Technical Assistance Programme
- Project 2 - Regional Early Warning System (REWS)
- Project 3 - Regional Resources Information System
- Project 4 - Regional Inventory of Agricultural Resources Base
- Project 5 & 9 - Regional Food Reserve and Regional Food Aid
- Project 6 & 7 - Regional Post-Harvest Food Loss Reduction and Food Processing Technology
- Project 8 - Regional Food Marketing Infrastructure
- Project 10 - Recruitment
- Project 11 - Regional Seed Production and Supply
- Project 12 - Regional Irrigation Management Programme
- Project 13 - Regional Immigrant Pest Control

Projects 6 and 7 are being implemented by the Post Production and Food Industry Advisory Unit (PFIAU), the ultimate subject of this review.

The FSTAU is an integral part of the Ministry : its chief executive officer is an Under Secretary in the Ministry and reports to the Deputy Secretary, Professional and Technical Services; the regular civil service rules apply to FSTAU. For most of the projects in Food Security the Ministry rules and administrative apparatus are operative. Currently there are nineteen professionals engaged in the thirteen projects; when all projects are under way it is anticipated that twenty-eight professional and a number of support staff will be employed.

The financing of the thirteen projects is almost entirely by donors. Zimbabwe has provided less than 10% of Project 1 to date and SADCC member states about 20% of Project 2. Each of the host member nations is expected to arrange all of the funds required to achieve its project objective except for two cases. These are SACCAR (Southern African Centre for Cooperation in Agricultural Research) under the leadership of Botswana, and SATCC (Southern African Transportation and Communication Commission) under Mozambique. Both have been declared commissions funded by the SADCC Secretariat from funds provided by the member states and donors. The Secretariat recommended that the Food, Agriculture and Natural Resources sector have commission status but this proposal was not accepted and thus Zimbabwe must finance FSTAU from its own and/or donor funds. In fact it is financed by donor funds (non-Canadian).

6 Although it is customary to refer to thirteen projects, the fact is that several have been amalgamated, some have not yet been initiated, and one is suspended.

There has been continuing concern about the procedures and co-ordination involving FSTAU.

"In June 1986 (Maputo), Council expressed considerable concern over the lack of directly productive projects in the regional food and agriculture programme and the seeming proliferation of new institutions. Council noted that the number of administrative structures created for projects in the food security sector continued to grow, creating long term budgetary implication for member states. Council urged Zimbabwe to review the situation with a view to streamlining these structures."

"The FSTAU put forward proposals in response to the Ministers' June 1986 request for an evaluation of the need for changes in procedures to improve coordination between the seven food and agriculture sectors. These proposals were considered by Ministers of Agriculture at their July 1986 (Harare) meeting. Ministers also noted that the regional food security projects which had been established as units with independent resources should, where practicable, be merged together into the body of the FSTAU."

"Under these instruction, the FSTAU undertook a review of its organizational structure, procedures and staffing arrangements. The outcome of the review was reported in September 1986, in the paper, Restructuring of the Food Security Technical and Administrative Unit, which was tabled for the information of SADCC Agriculture Ministers in October 1986 (Mbabane)."

"In its paper, the FSTAU recommended a restructuring of the unit's current organizational arrangements, and expansion of staff and modification of professional and administrative staff job descriptions to ensure the unit operates as a single entity with a more effective technical capacity. However, changes on the scale proposed would have significant financial implication for the Government of Zimbabwe and would necessitate at least negotiation and possibly modification of agreements with cooperating partners currently supporting food security projects."

"The proposed restructuring of the FSTAU is still under review by the MLARR but may still be regarded as representing the general view of the needs of the Unit."(7)

The subject is still under consideration in mid May, 1988.

The functions of the FSTAU are given in detail in the document referred to above, namely Restructuring of the Food Security Technical and Administrative Unit, prepared by the Food Security Sector Coordinator and tabled with the SADCC Agriculture Ministers in October, 1986.

The following is drawn from that document:

"The responsibilities of the Food Security Unit ... are as follows:

Consultation

- a) Convening, chairing and servicing the SADCC Technical sub-Committee of Food Security.
- b) Convening and chairing consultative meetings with international cooperating partners on matters affecting the Food Security sector.
- c) Organising and providing technical support for meetings, seminars and workshops convened to provide a forum for the exchange of ideas amongst officials affecting the region's food security.
- d) Preparation and distribution of the records of these sectoral meetings to member States and the Secretariat.
- e) Ensuring that the Unit's technical staff maintain a regular programme of visits to member States to provide an opportunity for consultations and exchange on information on Food Security programme with appropriate national organizations.

-
7. Review of the Management Structure and Accounting System SADCC Food Security and Technical and Administrative Unit.
A minute of August 19, 1987 from Under-Secretary (SADCC) to the Secretary (MLARR) through the Deputy-Secretary.

Programme Planning

- f) Formulation of a strategy framework and development plans for the Food Security sector taking account of the policies and programmes of member States and SADCC's overall strategy for food, agriculture and natural resources.
- g) Initiating and stimulating project identification.
- h) Initiating project appraisal and design including: preparation of terms of reference for feasibility studies, the undertaking of or recruitment of consultants to undertake such studies and the evaluation of the study reports. (The degree of technical inputs by the Units determined in consultation with the countries of project location).
- i) Guiding each of the above stages through the necessary consultative steps for further action.

Programme Implementation

- j) Assisting member States in the identification of sources and types of finance for individual projects.
- k) Mobilizing pledges made by international partners at the Annual Conference and elsewhere.
- l) Participating and providing technical back-up on request in negotiations on project funding.
- m) At the request of implementing countries and/or international cooperating partners, the Unit shall act as witnesses to the signing of Financing Agreements and carry out any other duties as may be assigned to them by the parties directly involved.
- n) In the case of the Regional Food Security projects, the Unit is fully responsible for all aspects of project implementation for those elements of the projects being addressed at regional level.
- o) Reporting on the status and progress of programme and project implementation at specified intervals to the Food Security Technical sub-committee, SADCC Agriculture Ministers, the Council of Ministers and to international cooperating partners.

The functions undertaken by the Unit in the provision of support to Zimbabwe's role as overall coordinator of the seven food, agricultural and natural resource sectors include:

- a) Servicing the meeting of SADCC Food and Agriculture Ministers and Officials.
- b) Convening, chairing and servicing meetings of the Food and Agriculture Sector Coordinating Committee.
- c) Convening, chairing and servicing annual consultative meetings on SADCC Food and Agriculture with international cooperating partners.
- d) Preparation and distribution of records of these meetings to Member States and the Secretariat.
- e) Coordinating the preparation and distribution of an overall strategy, development plans and projects for the SADCC Food and Agriculture programme.
- f) Establishing a centralized information bank on all projects in the SADCC Food and Agriculture programme containing information on project description, cost, implementation status.
- g) Compiling and distributing a regularly up dated schedule of all meetings, workshops, seminars, etc. being convened by the Food and Agriculture sectors."

Unfortunately for the capacity of FSTAU to perform all of the functions described above, its staff consists of only four persons - one Under-Secretary, one Assistant Secretary, a Typist\Stenographer and one expatriate advisor. They are supplemented by staff from the various projects; the administrative officer paid from PFIAU funds, for example, serves FSTAU in the same capacity. A draft report of January 1988 by Price Waterhouse concerning FSTAU emphasised the substantial discrepancy between the functions assigned to FSTAU and personnel made available to perform those functions.

So far as PFIAU is concerned it is not clear that the problems it has experienced in the form of delays and the necessity to go through various levels of the bureaucracy would have been resolved by a fully staffed FSTAU. Rather, the problem arises from the fact that the chain of command is long and the necessity for approvals at each step is binding.

The problems of delays and bureaucratic machinery occasioned by being a very small part of a large Ministry whose primary purpose is concern with the agriculture of Zimbabwe has had serious repercussion on the PFIAU and FSTAU. The problems of terms and conditions of employment discussed below in Chapter 8 have arisen largely from the same cause - making a huge Ministry (3500 employees in one division, Agritex) responsible for a small appendage with about 20 - 30 professionals.

One suggested solution to this serious problem is to convert FSTAU into a parastatal under Zimbabwe law giving it the responsibility for the food security sector and vesting control in a Board of Trustees, preferably drawn from the member states of SADCC, under the chairmanship of a Zimbabwean. The parastatal might best be attached to the President's Office rather than Ministry of Lands, Agriculture and Rural Resettlement according to this solution. However, there are counter opinions that any such parastatal should be attached to the Ministry of Lands, Agriculture and Rural Resettlement.

Other less sweeping solutions to the problems of delay arising from being part of the Ministry have been introduced. Project 2, Regional Early Warning System, has all of its funds controlled by the implementing agency, i.e. FAO. Project 4, Regional Inventory of Agricultural Resources Base, has all of its funds controlled by the donor, the Republic of Ireland. Project 6 & 7 with which this report deals, has a modest trust fund of foreign exchange administered by the Harare office of Coopers and Lybrand. It is clear that what has happened is that as donors and implementing agencies experience or anticipate delays and disappointments as a result of ministerial bureaucracy, they seek ways of overcoming these problems.

The thirteen projects in Food Security for which the Ministry and its executing agency (FSTAU) are responsible should be closely linked and avoid duplication in computer services, administrative services, publications, logistic support and so on. Thus it is essential that the central coordinating body be able to provide the kind of service which will be sufficiently satisfactory to the project units that the latter and the donors who support them are not inclined to search for alternatives including providing some or all of the services themselves. The fact that three of the first projects being implemented have sought alternatives to the conventional prescribed system is worrisome and indicates that a different structure is likely to be desirable.

A major breakthrough occurred in mid-1987 with the approval by the Ministry of an arrangement whereby a substantial proportion of the funds for the project pass through three accounts operated by the Coopers and Lybrand office in Harare. On the basis of two signatures - one by the PFIAU team leader and one by the Under-Secretary for Accounts of the Ministry - funds are provided almost

without delay for travel and per diems by non-PFIAU personnel, printing, and office supplies. This has vastly improved the operation of the Unit. Approvals and funding for travel by members of the Unit must still be sought through the Ministry. Salaries (and income tax) are a Government of Zimbabwe matter.

Chapter 7 MANAGEMENT AND ADMINISTRATION

- 7.1 The correspondence and files relating to the PFIAU are filled with references to the problems, frustrations, and decisions of management. There have been three institutions involved in management - IDRC, PFIAU, and MLARR/FSTAU. CIDA, as the major source of funds is interested in the management of the project.
- 7.2 IDRC From the beginning IDRC has had a major role; its early mission led to the creation of the project and determined its direction, it approves budgets of the Unit, arranges transfers of funds to the Reserve Bank of Zimbabwe to finance the project, plays the role of an advisor in regard to Unit programmes, attempts to overcome bureaucratic delays and unfavorable decisions on the part of the Ministry, and keeps CIDA informed periodically concerning progress and problems. Central to these many activities is an officer of the IDRC regional office in Nairobi. It is clear from the files and correspondence that this officer has had an excellent grasp not only of the potential contribution of the Unit to SADCC but of possible ways of achieving the desired results in spite of bureaucratic obstacles.

This officer has obviously not spared himself in his efforts on behalf of the project and yet he does not seem to have caused any personal criticism on the part of those whom he has tried to persuade to his solutions of problems. In all our interviews with members of the Unit, Ministry and NGOs we encountered only favorable volunteer comments about his interventions and his role.

- 7.3 PFIAU The team leader and members of the Unit seem to have good rapport and, barring the subjects of terms and conditions of service and of income tax, better than average morale. So far as one can observe from our extensive interviews in Zimbabwe, Botswana and Zambia, the team and what they are doing are widely known and generally respected. The spirit of cooperation and good feeling which they have generated made it easy for the evaluation team to hold constructive interviews with a great number of busy people.

Chapter 3 of this report discussed the programmes of the team in detail. Although there are a few positive suggestions for improvements, there are no damning criticisms. Chapter 5 deals with financial matters; the only critical observation is that budgeting procedures should be considerably tighter. It is true that the

present financing arrangement does not encourage great care in budgeting: if the funds received are not all spent in a budget period the balance is not lost but is carried forward; if more funds than provided for in the budget can be spent productively, extra funds are forthcoming through a budget revision.

Good management involves getting maximum output for a given input. Choices are normally required. If funds are limited, managers have to consider "trade offs" and "opportunity cost" i.e. if funds are spent on this activity they will not be available for that activity.

In the case of this project, starting late and underspending for three years, the constraints as the end of the project approaches are currently not financial but of time and staff. Good management in these circumstances means wise decisions as to the use of staff time and overcoming or avoiding bureaucratic time-consuming limitations almost without regard to financial cost.

One would hope that if a Phase 2 is implemented, the "rules of the game" would be so drawn that management must consider opportunity cost in the conventional financial terms - carefully drawn estimates for each activity, scrupulous scrutiny of overspending or underspending and careful end of year reviews to improve future budgeting.

- 7.4 Ministry The Ministry does not come out particularly well as a manager either from reading the files or from interviews. Instead of being a positive force to get things done quickly and efficiently it has slowed operations by adherence to ponderous rules. The major breakthrough of creating an alternative financing route through Coopers and Lybrand has been highly beneficial to the project. The Ministry deserves credit for agreeing to this new arrangement.

Any good manager must always be concerned about the morale of his/her staff. This means that when they show initiative the manager should attempt to give them encouragement and help them avoid procedures which are cumbersome and discouraging. If they encounter problems he should be prepared to be of whatever assistance is possible. One such case is the problem of Terms and conditions of employment and the associated income tax obstacle. These are discussed in the next chapter.

- 7.5 IDRC - CIDA Although CIDA is not directly involved in the management of the project, it has a definite stake in its success if for no other reason than the fact that it is providing 75 percent of the funding. As the major financial contributor it is to be expected that CIDA would wish to be kept well informed about progress and problems of the project.

This project has provided a learning experience for both CIDA and IDRC especially in regard to the role that each sees for itself and its partner. CIDA has learned, desirably, that in a jointly financed project such as this, IDRC should not be considered to be a conventional contractor. IDRC has learned, also desirably, that CIDA places a high premium on detailed and if possible quantitative reporting.

If the suggestions made above in Chapter 3 relating to annual reports are followed, CIDA should have a great deal of timely information about the project on an annual basis. If, as this report recommends, the Unit seeks some support from the CIDA Small Project Fund and invites donors to some of the activities organized by the Unit, much more information will be available to CIDA about the project. Finally, it is highly desirable that the IDRC officer referred to above in this Chapter continue to provide extensive quarterly briefings to his CIDA colleagues when he visits Harare or Ottawa.

Both agencies must be conscious of the conventions of sound organizational structure. Since IDRC is the manager, CIDA must not let its obvious interest in the success of the project cause it to appear to be interfering; to do so would place exceptional strains on the PFIAU team, among others. Conversely, the managers (IDRC) must be sensitive to CIDA's desire for information and receptive to CIDA's suggestions for improvement - suggestions which should, of course, be made directly to IDRC.

Chapter 8 TERMS AND CONDITIONS OF EMPLOYMENT

8.1 The starting point for discussion of Terms and Conditions is a Ministry of Agriculture document of December 1983 entitled Proposed Terms and Conditions of Employment for Staff Required to Implement SADCC Regional Food Security Projects. No other comprehensive document covering the subject has been issued although one topic - the interpretation of the section relating to income tax - has been given considerable attention. The terms spelled out in the document have been applied in the case of PFIAU members. Thus it seems reasonable to accept the proposition that the word Proposed in the title of the document no longer implies that this is a short run interim document, but that after 4.5 years, the terms and conditions spelled out in the document are indeed THE terms.

The document covers a large number of terms and conditions, of which the most relevant to subsequent events are as follows:

Clause 5.8

"The appointee's salary (as indicated in the budget of the projects) are based on Government of Zimbabwe Salary Scale plus 60% allowances (as per SADCC Secretariat provisions) and an increment of 15% being added in subsequent years."

Clause 5.9

"The appointee will be entitled to the annual bonus in terms of the Public Service (Condition of Service for Employees) regulation, 1971 (including the final year when the bonus will be paid pro rata up to the date of termination of the contract) unless he leaves the Service before expiry of the contract period on grounds other than ill health."

Clause 5.10

- b) "Subject to approval by the Reserve Bank Zimbabwe (negotiated between the appointee and the Reserve Bank) the appointee may be permitted to remit up to 33 1/3% of his gross monthly salary to his home country to enable him to meet his financial commitments in that country in respect of insurance premiums, mortgages, etc. This remittance shall be on monthly basis and shall not be non-accumulative."

Clause 5.13

"As a contract employee, he/she may not contribute to the Zimbabwe Government Pension Scheme."

Clause 5.21

"All payments and salaries made to the senior staff of the SADCC regional food security programme shall be made tax free subject to the laws of or other agreements with the Government of Zimbabwe."

"An assessment shall be levied against an employee's gross annual salary in lieu of income tax."

- 8.2 It seems reasonable to assume that the additional 60% over the Zimbabwe Salary Scale (Clause 5.8) was meant to compensate for the fact that there were no pension rights or contributions, no school fee contributions, no end of term gratuities, no life insurance or other benefits which are sometimes available to employees. Whether the 60% above-scale was or is adequate compensation is not for the Evaluation Team to judge. The fact is that it, plus the other conditions, were accepted by members of the Unit.

The central problem arises in regard to income tax liability. If the 60% above-scale salaries are subject to income tax the differential in net salary over regular scale employees who receive other benefits would be substantially reduced.

- 8.3 The income tax question was addressed in a letter from the Ministry of Finance Economic Planning and Development (MFEPD) of February 7, 1985 to the Commissioner of Taxes granting income tax exemption. The relevant paragraph from that letter is as follows:

"The Minister of Finance, Economic Planning and Development has granted an income tax exemption on the salaries of the technical units staff who are undertaking the Regional Food Security Programme, in terms of Section 4 a (iv) of the Third Schedule of the Income Tax Act."

Section 4 a (iv) reads as follows:

"any person who is entitled to exemption or relief from income tax in respect of such salary or emoluments in terms of any agreement entered into by the Government of Zimbabwe with any other government or international organization."

Three of the four professionals now in the Unit were hired in 1985; at that time there was no question about the validity of the 1983 ruling quoted above.

8.4 In 1986, the 1983 ruling was questioned and correspondence ensued between MLARR and MFEPD with the former opposing a change in the interpretation. The Evaluation Team has not been privy to all this correspondence but has received information concerning it through oral discussions.

8.5 As of April 1, 1988, income tax was deducted from Zimbabwe nationals employed by the Unit, but not from non-Zimbabweans. Two points remain unclear: Will the tax be retroactive to cover the period from first appointment, and Will tax be levied on non-Zimbabweans? There have been no decisions on these two questions so far as members of the Unit are aware.

The entire tax issue including the fact that the two questions raised in the previous paragraph are still unanswered has had a most unsettling effect on morale in the Unit. If those who were first hired in 1985 were to be subject to retroactive taxation, they would have an obligation exceeding one whole year of pre-tax salary.

The issue was not addressed in the MOU which created the PFIAU in 1984, possibly but not necessarily, because of the MFEPD ruling of 1983. Referring back to Clause 4 (a) (iv) noted above, it would have been possible for CIDA or IDRC (or more likely, both) to have clarified this matter in 1984 but this was not done.

At this late date, with seven months left until the end of the original five-year contract, it is desirable to approach the subject of terms and conditions of employment in relation to two time periods.

8.6 For the period April 1 to December 31, 1988 the project might make ex gratia payments to all employees of the Unit who began to pay income tax as of April 1, 1988. There is, of course, no legal obligation to do so because the problem arose through errors on the part of the Zimbabwe Government. The only moral obligation on the part of Canadian institutions is that they did not clarify the income tax liability issue in the original MOU, and that the employees involved have, in fact, been engaged for several years on a project financed by Canada.

An ex gratia payment should be roughly equal to the income tax deductions over the nine month period without reference to the fact that such payments should themselves be subject to tax. In total, the sum involved would be about Z\$ 40 - 50,000

One cannot help being concerned about the precedent that such ex gratia payments might pose for other Official Development Assistance projects no matter in what country they might be located. However, in this case the tardiness of the host government to correct an error it had made even before the project started would, one hopes, make these circumstances close to unique.

- 8.7 For the year which commences January 1, 1989, the Evaluation Team recommends that CIDA and IDRC negotiate a one-year extension of the current MOU and that the problems of terms and conditions of employment be eliminated in the revised Memorandum of Understanding by adopting terms and conditions similar to those of the SADCC Secretariat.
- 8.8 The Secretariat of SADCC has produced a document Terms and Conditions of Service which was accepted by a sub-committee of SADCC on May 15, 1986 and recommended to the Council of SADCC. Members of the SADCC Secretariat and of the two Commissions, SACCAR and SATCC, are now employed under these Terms and Conditions. These terms seem to correct a number of anomalies in the Zimbabwe document. Some of the major features of the SADCC Secretariat terms are as follows:
- a) salaries paid in US dollars and are therefore fully convertible,
 - b) six months probation; three months notice or salary for termination,
 - c) rent free housing,
 - d) gratuity in lieu of pension,
 - e) group personal accident insurance,
 - f) education allowances,
 - g) assessment in lieu of income tax.

These are only a few of the terms; in general the Evaluation Team is of the opinion that they are more favorable than the terms presently applicable to members of the PFIAU. They may, in fact, be more generous than necessary to attract and retain competent staff in such a pleasant city as Harare.

In our interview in Gaborone with a Secretariat officer, we were told that there had been an increase of 15% in the salary schedule applying to the Secretariat and that the revenue from the assessment in lieu of tax was devoted to the employing institution to improve its operation.

- 8.9 If, as we recommend, a Phase 2 agreement is negotiated, it would be desirable to press for the Secretariat terms and conditions. Since Zimbabwe makes no financial contribution to the PFIAU one would expect that agreement could be achieved on this matter.
- 8.10 It should be recognized that decisions concerning ex gratia payments and terms and conditions of employment will affect other Food Security projects, whose staff are likely to wish to have similar treatment. Discussion with the leader of one project indicated total support for what is suggested above concerning ex gratia payments and terms of employment.
- 8.11 Annual individual staff evaluations are valuable to both employee and employer if done well. They can be regarded as a tool to improve management (Chapter 7) or as one of the terms and conditions of employment (this Chapter). It would be useful if FSTAU were to take the lead in pressing the project team leaders to take the initiative in instituting staff evaluations and in arranging a two day consultancy to show how they can best be accomplished.

Chapter 9

Recommendations

1. Re-negotiate the current Memorandum of Understanding to extend the project for one year, i.e. to December 31, 1989, during which the project will use funds which have not been expended up to the end of 1988.

Rationale: The project is valuable and going well and there should be sufficient funds from the original agreement to finance it during 1989. Furthermore, it would be difficult to negotiate an MOU for Phase 2 prior to January, 1989.

2. In re-negotiating the MOU for the year beginning January 1, 1989, insist upon the following:
 - a) All funds except for team member salaries to be processed through the Coopers and Lybrand facility and follow the current practices for such funds.
 - b) The terms and conditions of service followed in the SADCC Secretariat to apply to employees of the PFIAU.
 - c) Rationale: While there is much to be said for pressing to make FSTAU a parastatal there could be serious time-consuming discussions involving various ministries as well as other donors. The above recommendation, if implemented, would accomplish the same objectives.
 - d) The SADCC Secretariat terms seem fair to all; it is in the interest of the SADCC that the terms and conditions of SADCC projects be increasingly harmonized; the revenue from the income tax assessment should go to the project for its enrichment.
 - e) A major reason for re-negotiating the current MOU with starting date of January 1, 1989, arises from the income tax dilemma. If the commencement date were later the tax problem would continue until that date, with further morale problems.

3. Negotiate Phase 2 of the PFIAU project, to commence January 1, 1990, and to run for four calendar years, i.e. to December 31, 1993. However, negotiation of Phase 2 should be contingent on satisfactory resolution of the two items noted in Recommendation 2.

Rationale: This is a valuable project and has become well run. However, it is recommended that Phase 2 be for four years because it may be that by 1993 some other activity will have greater impact; if not the project could be extended once again, upon review.

4. Increase the number of professionals from four to five as called for in the original Agreement. The new position should be reserved for a senior person in agri-business or agricultural marketing.

Rationale: The Unit now has sufficient experience and credibility to expand its activities in these important but difficult areas.

5. Provide funding for Phase 2 which would maintain the momentum of the last two years of Phase 1.

Rationale: The Unit may spend about Z \$700,000 in 1988. If this rate were maintained for four years about Z \$2.8 million (C \$2.0 million) would be required. If the staff is expanded by 25% and activities are generated by the UNIFEM appointment about C \$2.8 million would be needed. Given that the value of the Zimbabwe dollar may continue to fall the new funding for Phase 2 should be about the same as for Phase 1 (C \$2,143,100).

- 6 The project should make ex gratia payments to all current PFIAU members equal to the amount of income tax deducted in the period April 1 to December 31, 1988.

Rationale: CIDA/IDRC would thereby indicate their concern for the welfare of the members of the project. They would not, however, provide ex gratia payments of a magnitude which would leave the members with an after-tax income equivalent to that before the tax was applied. In other words, the member would pay tax on the ex gratia payments.
(8)

7. The PFIAU should promote the utilization of the CIDA Small Projects Fund to a greater extent and continue its close relationship with IDRC.
8. In the choice of subjects for its activities the Unit should give higher priority to economic and policy aspects but should continue to attach importance to applied "hardware" subjects.

8 The calculation might be as follows assuming a salary of Z\$30,000 p.a. and tax rate of 33%.

Salary before application of tax	\$30,000
Tax deducted April 1 to December 31	7,500
Ex gratia payment	7,500
Tax on ex gratia payment	2,500
Take home salary after tax	27,500

9. The FSTAU should initiate a programme of staff evaluations which would include the PFIAU, but failing that, the PFIAU should initiate its own programme.
10. PFIAU should continue to provide support and encouragement to NPPSCs (including circulating their minutes as a new method of encouragement) and should evaluate their usefulness to the food security objectives of their countries.
11. PFIAU should continue to emphasize tangible quantitative achievements such as projects proposed, developed, financed and implemented.
12. Although not in the form of recommendations, this report has made a number of suggestions in regard to workshops annual reports, newsletters, the Regional Technical Advisory Committee and other endeavours. It is recommended that PFIAU review these suggestions regularly (at least annually).
13. In its programming the Unit should give increased emphasis to village industries which broaden employment opportunities and make the rural setting more inviting.

Rationale: Food security is enhanced by higher incomes which then make possible the purchase of food. Not all village industries are of a strictly post-production dimension but many of them are associated (e.g. brick-making can relate to food storage).
14. Throughout its many activities the Unit should be sensitive not only to the role of women but to how their potential could be realized. The Unit can play an important leadership role in the sensitization process.
15. PFIAU budgeting should be given additional attention and at the year end any substantial departures from the original budget items should be explained in some detail. Funds advanced by IDRC might be in smaller amounts (and more frequent) and should avoid the build-up of substantial current balances.

INTERVIEWS BY D.R. CAMPBELL TO APRIL 30, 1988

Ministry of Lands, Agriculture and Rural Resettlement

Dr. Sam Muchena, Deputy Secretary (Prof. and Tech. Services)
 Mr. John Pause, Under Secretary for Accounts
 Mr. Tobias Takavarasha, Chief Agricultural Economist, Economics
 and Market Branch
 Dr. Vaughan-Evans, Deputy-Director Field Division, Agritex
 Mr. Keith Elliot, Chief Engineer, Institute of Agricultural
 Engineering, Borrowdale.
 Mr. Hanzu Ncube, Food Processing Engineer, Institute of
 Agricultural Engineering, Borrowdale

PFIAU

Dr. Alex Mosha, Team Leader, Food Processing Technologist
 Mr. Tunga Rukuni, Agricultural Engineer
 Mr. James Biscoe, Information Specialist
 Mr. Richard Suba, Economist

High Commission of Canada

Mr. Don McMaster, Head of Aid Post
 Mr. J.S. Clark, PSU, Agricultural Advisor

IDRC

Mr. Ozzie Schmidt, Nairobi Regional Office

Coopers and Lybrand

Mr. Led Smit

European Economic Community

Mr. Michael Lake

Commercial Farmers Union

Ms. Patricia Henson, Chief Executive, Commercial Grain Producers
 Association
 Mr. Malcolm Vowles, Production and Extension Officer, CGPA

INTERVIEWS IN ZIMBABWE AFTER APRIL 30, 1988

1. Mr. Jonathon Baker, Price Waterhouse, Harare,
2. Mr. Roger Bull, Canadian High Commissioner,
3. Ms. Marilyn Carr, Advisor on Small Enterprise Development, United Nations Development Programme for Women (UNIFEM)
4. Dr. Dinash Giga, Entomologist, Department of Plant Science, University of Zimbabwe,
5. Mr. Charles Gore, Director, Environment and Development Activities (ENDA-Zimbabwe)
6. Mr. Joshua Chirume Gwitira, Deputy Director, ENDA,
7. Mr. John Jackson, First Secretary, CIDA
8. Ms. Irene Mathias, Field Director, World University Service, Canada,
9. Dr. Godfrey Mudimu, Head, Department of Agricultural Economics, University of Zimbabwe,
10. Dr. Mandivamba Rukuni, Dean of Agriculture, University of Zimbabwe,
11. Dr. Sam Muchena, Deputy Secretary, Ministry of Agriculture,
12. Mr. Michael Walsh, Project Coordinator, Regional Inventory of Agriculture Resources Base, FSTAN,
13. Mr. John Dhliwayo, Under Secretary, MLARR, SADCC - FSTAU,
14. Mr. Frank Drane, Advisor, FSTAU,

INTERVIEWS IN BOTSWANA MAY 9 - 11th, 1988

1. Dr. David Gollifer, Director of Research, Ministry of Agriculture,
2. Mr. David Inger, Managing Director, Rural Industries Promotions (Botswana),
3. Mr. A.W. Kgarebe, General Manager, Pelegano Village Industries,
4. Ms. Debra Leonard, CIDA office, Gaborone,
5. Mr. Patrick Manthe, Executive Secretary, Botswana Mill Owners Association,
6. Mr. Emang Maphanyani, Secretariat of SADCC,
7. Ms. T. Maribe, Senior Nutritionist, Ministry of Health,
8. Ms. S. Maruapula, Nutritionist, Ministry of Health,
9. Prof. J. Mrema, Dean of Agriculture, University of Botswana,
10. Dr. S. Mpuchane, Biology Department, University of Botswana,
11. Mr. Rapula Kgotlele, Marketing Economist, Ministry of Agriculture,
12. Mr. Howard Sigwele, Senior Economist, Ministry of Agriculture,

INTERVIEWS IN ZAMBIA - MAY 17 TO 18 1988

1. Meeting of National Post Production Systems Committee

Mr. Joseph Mwale, Chairman, NPPSC, National Council for Scientific Research

Mr. H. Haantuba, Planning Division, Ministry of Agriculture

Ms. D. Hikeezi, Project Officer, Small Industries Development Organization

Ms. Freda Luhila, Nutritionist, National Food and Nutrition Commission (NFNC)

Mr. P.K. Nkanza, Technology Development and Advisory Unit, University of Zambia

Ms. Catherine Siandwazi, Nutritionist, NFNC
2. Mr. A.K. Banda, Senior Economist, Ministry of Agriculture, SADCC desk officer in Ministry of Agriculture and Section Head for Technical Assistance
3. Mr. Chama Chapeshamano, Senior Economist, Ministry of Cooperatives
4. Dr. R. Chibiliti and staff, Department of Plant Science, University of Zambia
5. Brother Paul Desmarais, Kasisi Agricultural Training Centre
6. Mr. Jan Kalisky, Agricultural Engineering Section, Ministry of Agriculture and SIDA
7. Dr. Kabeta Muleya, Director, Planning Division, Ministry of Agriculture
8. Ms. Judy Namyangwe, Planning Division, Ministry of Agriculture
9. Mr. Ngone (at Kasisi), Technology Development Advisory Unit, University of Zambia
10. General Charles Nyirenda, General Manager, National Agricultural Marketing Board
11. Mr. Mandel Sindazi, Agricultural Engineering Section, Ministry of Agriculture
12. Mr. Alex Vamoer, Director, Food and Nutrition Commission, Zambia